## **REPORT OF PLANNING OFFICER (PARK DIRECTION)**

### SUBJECT: NEWGALE WELSH TRANSPORT APPRAISAL GUIDANCE STAGE 1 ASSESSMENT REPORT (JULY 2017)

### 1.0 Purpose of Report

1.1 To inform Members of the outcome of the Welsh Transport Appraisal Guidance Stage 1 Assessment for realignment of the road at Newgale, undertaken by Atkins on behalf of Pembrokeshire County Council and to seek approval of this report as the Authority's formal response.

### 2.0 Background

- 2.1 A report commissioned by Pembrokeshire County Council and published in December 2014 detailed that the shingle bank forming the coastal defences at Newgale is likely to be over-topped with increasing frequency leading to it becoming unsustainable to maintain it in its current location within the next 10 to 20 years.
- 2.2 As a result a study was commissioned by the Council in 2016 to examine how the community of Newgale and surrounding areas can adapt to the changes being brought as a result. The study is due to be completed at the end of July 2017. Feeding into the overall study is the assessment of realignment options for the road which currently runs immediately behind the shingle bank through the village. Initially in 2015, thirteen options were identified and following a public consultation exercise, this was reduced to 10 and then further to 4. In February 2016 the County Council appointed consultants, Atkins, to undertake the WeITAG Stage 1 appraisal of the 4 remaining options.

### 3.0 Welsh Transport Appraisal Guidance (WeITAG)

- 3.1 Welsh Transport Appraisal Guidance (WeITAG) is used to appraise all major transport initiatives at the planning stage to ensure they consider the economy, environment and society. Its two primary purposes are:
- To assist in the development of proposals to enable the most appropriate scheme to be identified and progressed; and
- To allow comparison of competing schemes on a like-for-like basis.
- 3.2 The process follows 3 main stages an appraisal stage of all options, followed by two planning stages which help to refine the best fit options with defined criteria.

# 4.0 Summary of the Stage 1 Assessment Report

- 4.1 The Assessment Report looked at 4 route options (see Appendix A):
  - Route Option 3b follows the existing road line, some 60m inland from its present route and is built atop a viaduct with the road line at approximately 3m above the ground;
  - Route Option 7 a route partially on existing road and track with new road sections through the valley. Running from the entrance to 'Pontpren' south of Newgale to west of Pen-y-Cwm. Cuttings and embankments are required;
  - Route Option J leaving the current A487 south of Newgale at the entrance to Wood Farm, heading inland through the valley and rejoining the current A487 east of Pen-y-Cwm at Bay View Farm. Cuttings and embankments are required; and
  - Route Option 11 an upgrade of the existing diversion route which leaves the A487 at Roch and rejoins at Pen-y-Cwm. Widening and improvement of an existing road including the construction of a 12m high bridge at Roch Bridge.
- 4.2 A series of assessments were undertaken, with the outcomes summarised in the table below:

Appraisal Criteria	Option 3B	Option J	Option 7	Option 11
Transport Economic				
Efficiency				
Noise				
Local Air Quality				
Greenhouse Gas				
Emissions				
Landscape and townscape				
Biodiversity				
Heritage				
Water environment				
Soils				
Transport Safety				
Permeability				
Physical fitness				
Social Inclusion				
Total Score	0	-3	-4	-6

## Table 1: Welsh Impact Criteria Assessment of Road Options

Key	Very Large Adverse	Moderate Adverse	Slight Adverse	Neutral (0)	Slight Beneficial	Moderate Beneficial	Large Beneficial (+3)
	(-3)	(-2)	(-1)		(+1)	(+2)	(+3)

4.3 No weighting was given to the criteria in this assessment. There are no overall positive scores. Option 3b has a neutral score. The remaining 3 scores are negative and closely grouped.

4.4 The options were also appraised against 5 transport planning objectives (TPOs) in the Report. These objectives were established at the start of the process to identify the desired outcome for the scheme. Again the objectives were given equal weighting.

Table 2: Assessment of road options against the Transport Planning
Objectives

Transport Planning Objective (TPO)	Option 3b	Option J	Option 7	Option 11
<ol> <li>To improve sustainable long-term highway connectivity to and within the local community, and between St Davids Peninsula, Haverfordwest and the Trunk Road Network in the context of coastal erosion.</li> </ol>	<b>√</b> √ √	~~~	~~~	<b>√ √ √</b>
2. To conserve and enhance the natural beauty, wildlife and cultural heritage of the Pembrokeshire Coast National Park avoiding, or at least minimising adverse effects on the natural environment caused by traffic and association infrastructure.	xx	xxx	xxx	xxx
3. To improve the actual and perceived safety of the transport network in the study area for all users and residents.	~	~~	~~	<b>√</b> √
<ol> <li>To make the transport network suitable to facilitate tourism and regeneration in the St Davids Peninsula including access to the coast at Newgale.</li> </ol>	~	~	~	✓
5. To support and facilitate the safe movement of vulnerable road users to their destination.	~	~~	<b>√</b> √	<b>~ ~</b>

- 4.5 Table 2 shows that the schemes have varying degrees of benefit for each of the options. None of them meet the second objective to conserve and enhance the National Park because of the adverse impacts on the natural beauty of the landscape, to wildlife and cultural heritage.
- 4.6 Following the Stage 1 Assessment, the options were scored and costed as follows:

## Table 3: Costs of Road Options

	Route	Total Score	Total Scheme Cost
1.	Option 3b	0	£21.55m
2.	Option J	-3	£15.90m
3.	Option 7	-4	£20.77m
4.	Option 11	-6	£28.51m

- 4.7 As a result of the assessment it was concluded that:
  - Option 11 be discounted due to poor performance and high cost.

- Option 3b should be subject to more detailed design consideration and assessment.
- Option J performs better and has a lower scheme cost than Option 7 and so should be taken forward for more detailed design consideration and assessment.

## 5.0 Public Consultation

- 5.1 Pembrokeshire County Council published the Stage 1 Assessment Report in January this year for public consultation and asked for a response by 20<sup>th</sup> March 2017. They also held a public exhibition for Key Stakeholders on 8<sup>th</sup> February and for the public on 9<sup>th</sup> and 10<sup>th</sup> February. An online survey was provided on the Council's website for comments to be submitted.
- 5.2 By the closing date 138 responses had been received. The majority of those who commented agreed that routes 3b and J should be taken forward for further assessment. There was also a significant level of opposition to both these routes. Twenty-eight per cent of respondents did not support option 3b being taken forward and 22% did not want option J taken forward.
  - Option 3b (follows the existing road line, some 60m inland from its present route and is built atop a viaduct with the road line at approximately 3m above the ground) some respondents felt that this would enhance the attraction of driving to Solva and St Davids with good viewing points and less environmental impact than the other routes. It is also the shortest route but would need good architectural design to be complementary to the landscape. Some comments reflected concern about the visual appearance, long-term viability and ongoing maintenance costs of this option. There was also concern about the impact of this option on tourism and businesses in the village.
  - Option J (leaving the current A487 south of Newgale at the entrance to Wood Farm, heading inland through the valley and rejoining the current A487 east of Pen-y-Cwm at Bay View Farm. Cuttings and embankments are required) Respondents considered this option to be future-proofed (not at risk from coastal retreat), it would make Newgale a more peaceful village and over time would blend and mature into the landscape. Some commented that it was not the most direct route but could be improved by incorporating a viaduct and by following farm boundaries. There was also concern about the proposed roundabout link and the effect on tourism and business of taking the through-route away from Newgale.

# 6.0 Proposed National Park Authority Response

6.1 The initial draft Welsh Transport Appraisal Guidance (WelTAG) Stage 1 report published in January 2017 raised a significant number of concerns which were mainly related to the lack of detail and need for more thorough and comprehensive gathering of evidence. A written response from Officers was used as the basis of further discussion with Pembrokeshire County Council Officers and the consultants with subsequent amendments and additions in the final report.

- 6.2 This is a very challenging issue to address. Welsh Transport Appraisal Guidance (WeITAG) advises that the level of effort, depth and detail required for appraisal has to be in keeping with the costs, risks, appraisal stage and size of the proposal, with effort depending on the complexity of the issues. The level of effort will also increase with progress through the process. The assessment of the objectives against the Transport Planning Objectives (detailed above in Table 2) shows the challenge of delivering the scheme within the protected landscape of the National Park, particularly when the two favoured schemes raise such different issues.
- 6.3 Option 3b requires the building of a large structure along the coast. The level of funding that is likely to be available for such a structure is currently unsecured and yet the acceptability of this option will depend greatly on the visual impact and how well this can be absorbed in the landscape.
- 6.4 Option J introduces development of a road into an undeveloped landscape with its incumbent visual impact which may be easier to mitigate over time, including through habitat creation, but would also result in significant loss of priority habitats (lowland marsh) and associated biodiversity.
- 6.5 It is clear that both these options require much greater analysis. Welsh Transport Appraisal Guidance (WeITAG) guidance says that the main criterion at the Stage 1 Assessment Report is to provide information sufficiently robust to be able to identify and differentiate the most promising options and justify why they have been selected for the next appraisal stage. Before resources are committed to continuing with the next stage of the process there is a need to establish whether the proposal is not only acceptable to the public but can be implemented and delivered. Financial affordability and deliverability are key elements of further consideration. Given that the 3b Option relies on the construction of a large structure – the design (and therefore the acceptability and cost) of which is currently unknown and the alternative (potentially fallback) option raises significant nature conservation issues, this would suggest that further work is needed to investigate the negative impacts of both of the preferred options. Also the possibility that one or more of the options already discarded by the process may need to be revisited needs to be recognised.

### 7.0 Financial considerations

There are no obvious immediate budgetary implications for this Authority beyond the resources needed to feed into the choice of routes and Authority input any examination process for deciding on new routes.

### 8.0 Risk Considerations

The risks associated with the choice of routes and associated impacts will be determined and weighed and considered as part of the assessment process. This Authority is a consultee on that process and has the opportunity to fully engage and comment. The Authority is not the determining body for the final route chosen.

### 9.0 Compliance

No issues.

#### 10.0 Human Rights/Equality issues

The Authority is a consultee on this appraisal. The Welsh Transport Appraisal Guidance process requires that a record of the potential impact of the strategy or scheme on equality groups will have been completed at Stage 1. Where an equality impact is identified in Stage 1, this impact is required to undergo an Equality Impact Assessment.

#### 11.0 Welsh Language statement

The Authority is a consultee on this appraisal. The Welsh Transport Appraisal Guidance process at Stage 1 requires all positive and negative impacts, particularly disproportionate impacts, arising from the strategy or schemes(s) should be qualitatively assessed Welsh Language.

#### 12.0 Conclusion

The WeITAG Stage 1 Assessment of options for the realignment of the road at Newgale as a result of coastal change has short-listed 2 options to be progressed further. The visually and ecologically sensitive area within which the realignment is being considered raises many challenges requiring significantly more work to establish their overall acceptability, cost and deliverability. With the large number of adverse issues to address the potential that other alternatives may need to be revisited remains.

#### **RECOMMENDATION**

Members are asked to approve the above report as the Authority's formal response on the Newgale The Welsh Transport Appraisal Guidance WelTAG Stage 1 Assessment Report (July 2017).

#### **Background Documents**

Newgale Shingle Bank Vulnerability Assessment for Pembrokeshire County Council (December 2014)

Newgale WeITAG Stage 1 Assessment Report for Pembrokeshire County Council by Atkins (January 2017) (See link below)

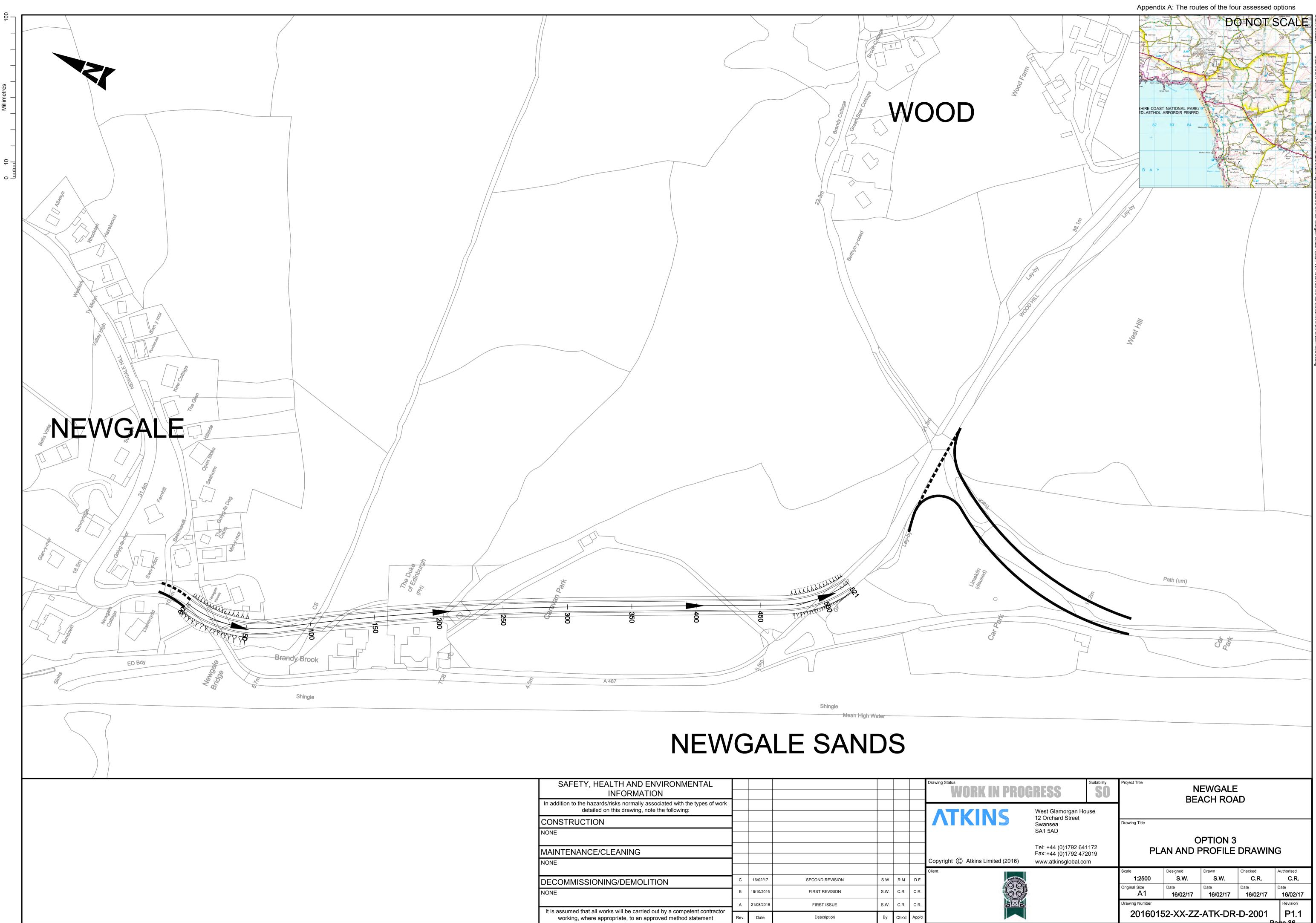
Series of Technical Notes supplementing the Stage 1 Assessment Report for Pembrokeshire County Council by Atkins (January 2017) (See link below)

http://www.pembrokeshire.gov.uk/content.asp?nav=101,100&id=34526&language=

(For further information please contact: Sarah Hirst)

### Author: Sarah Hirst Consultees: Tegryn Jones, Jane Gibson, Martina Dunne

Appendix A: The routes of the four assessed options



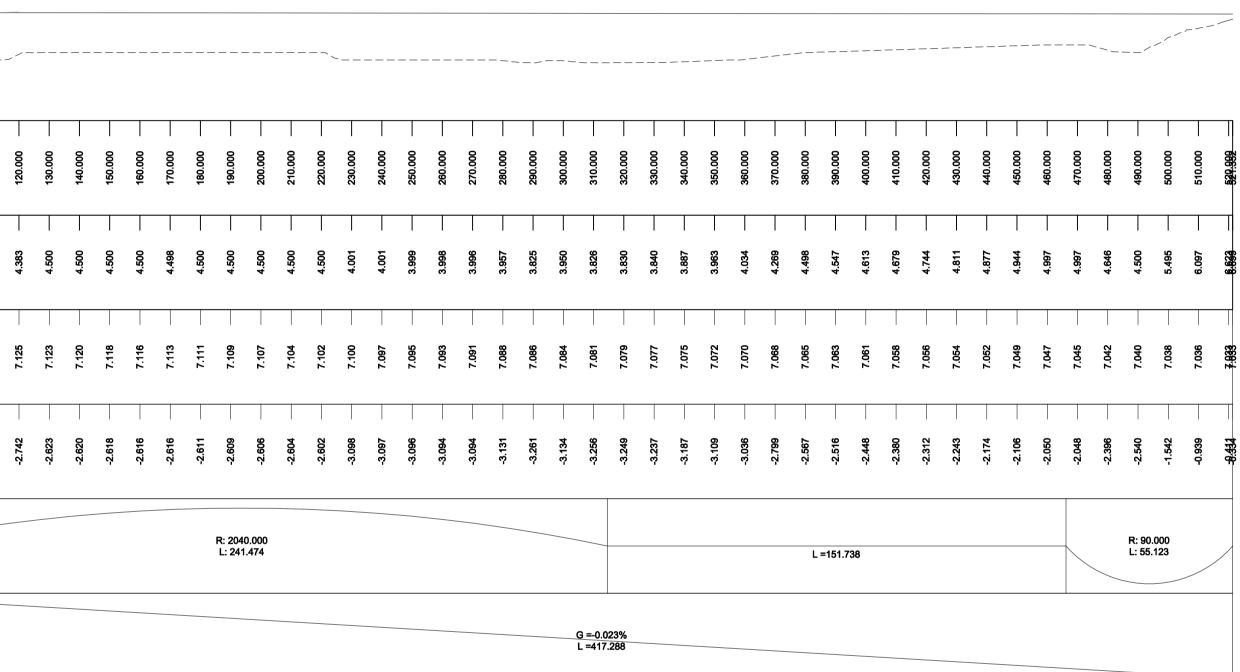
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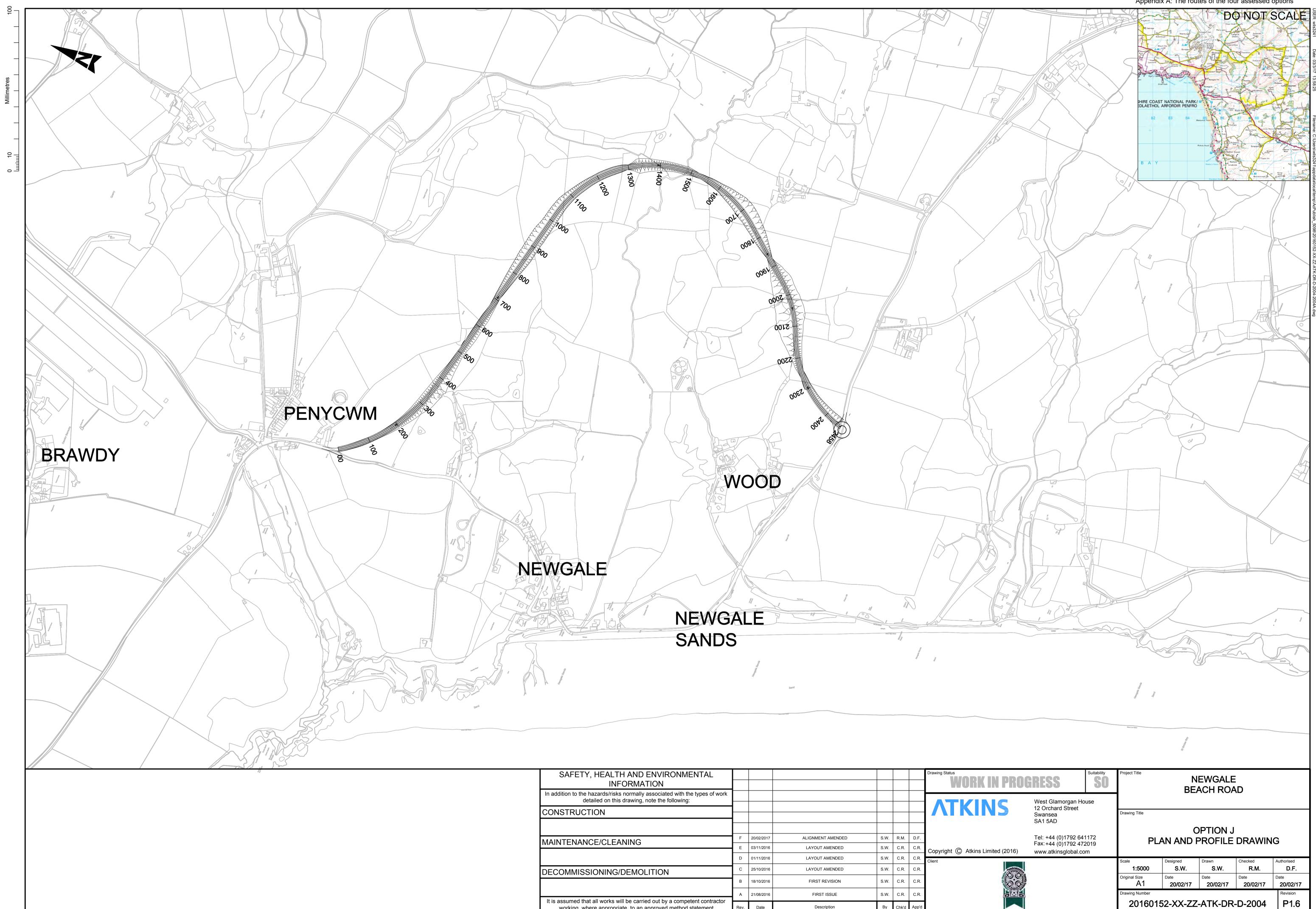
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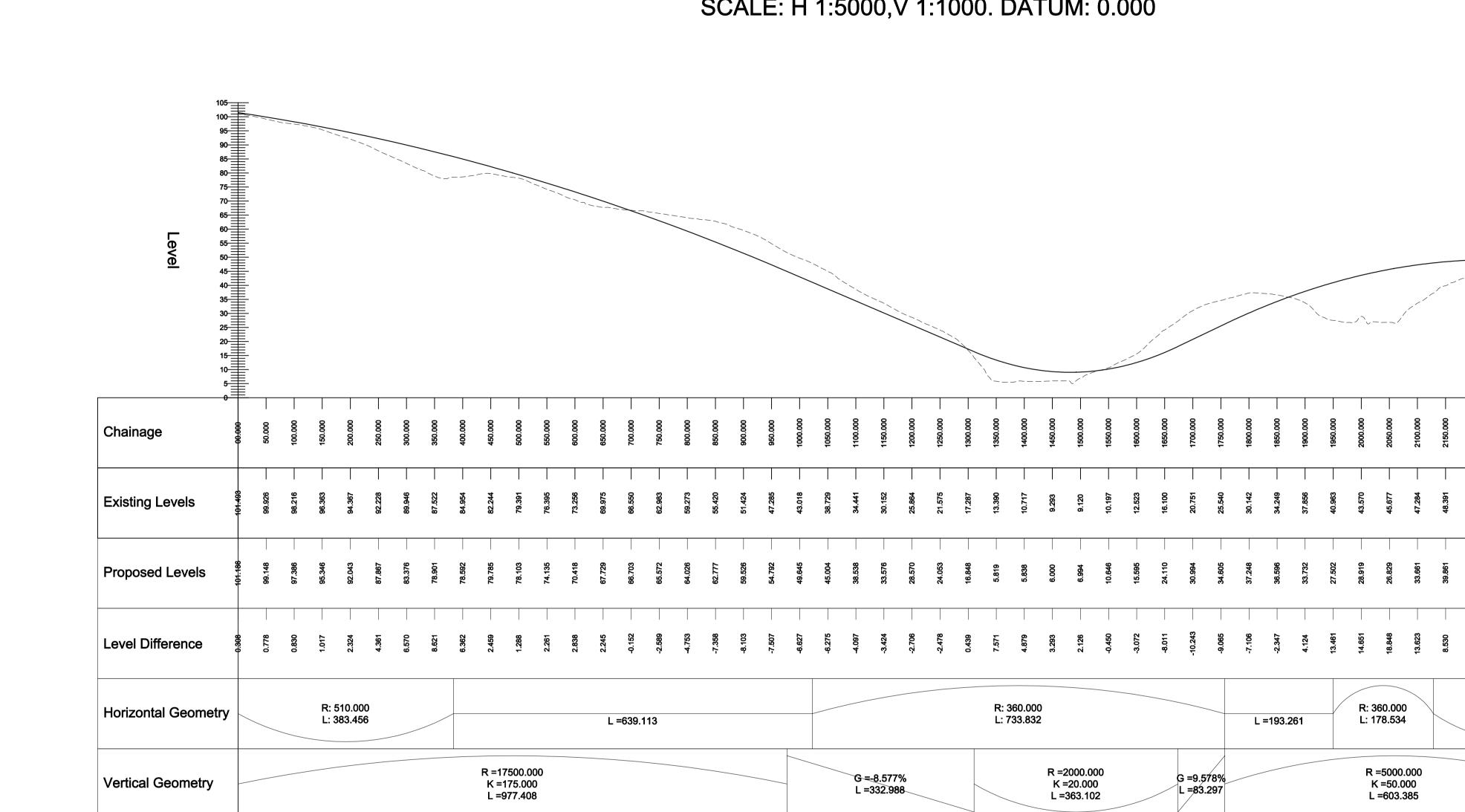
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Appendix A: The routes of the four assessed options



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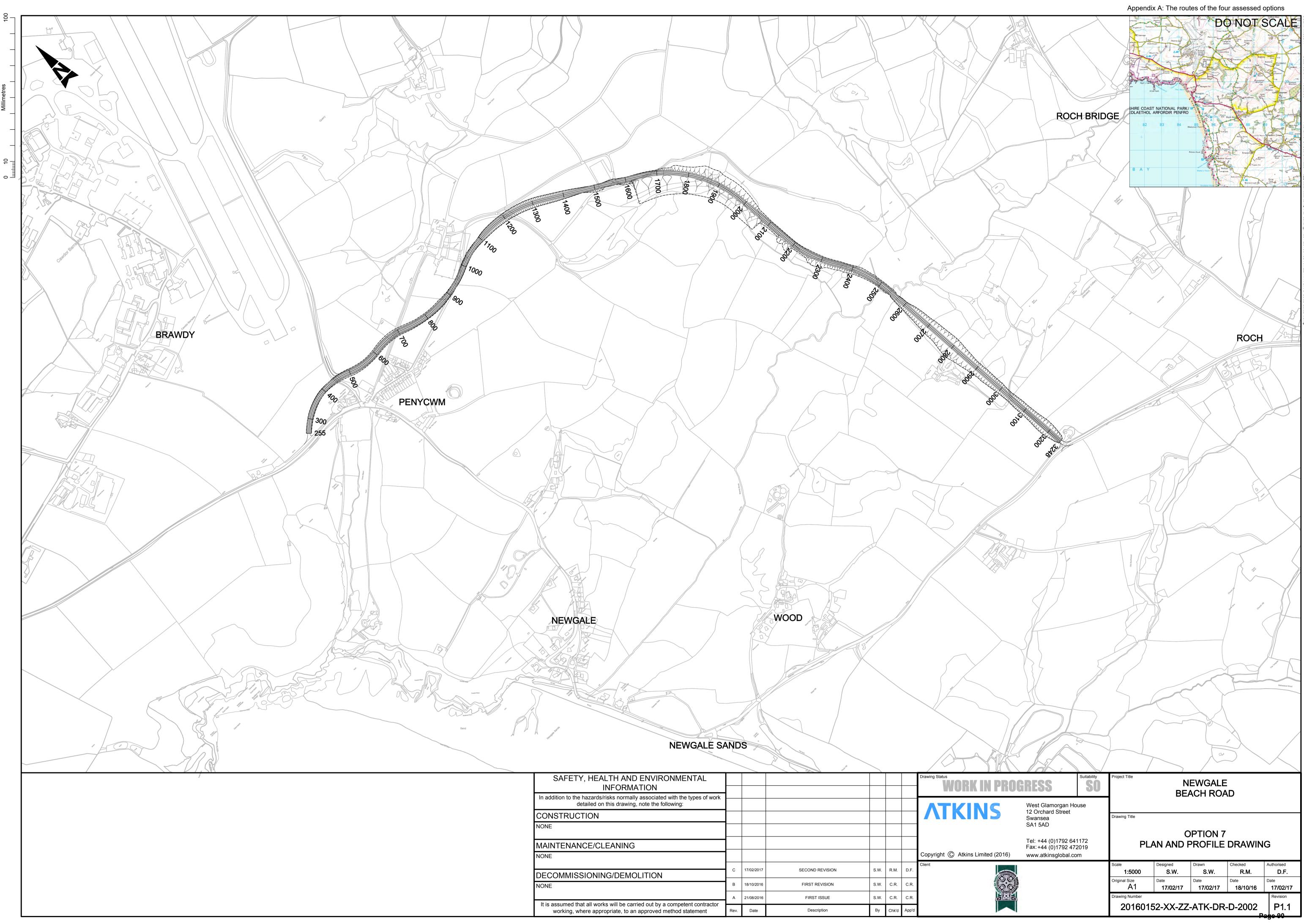
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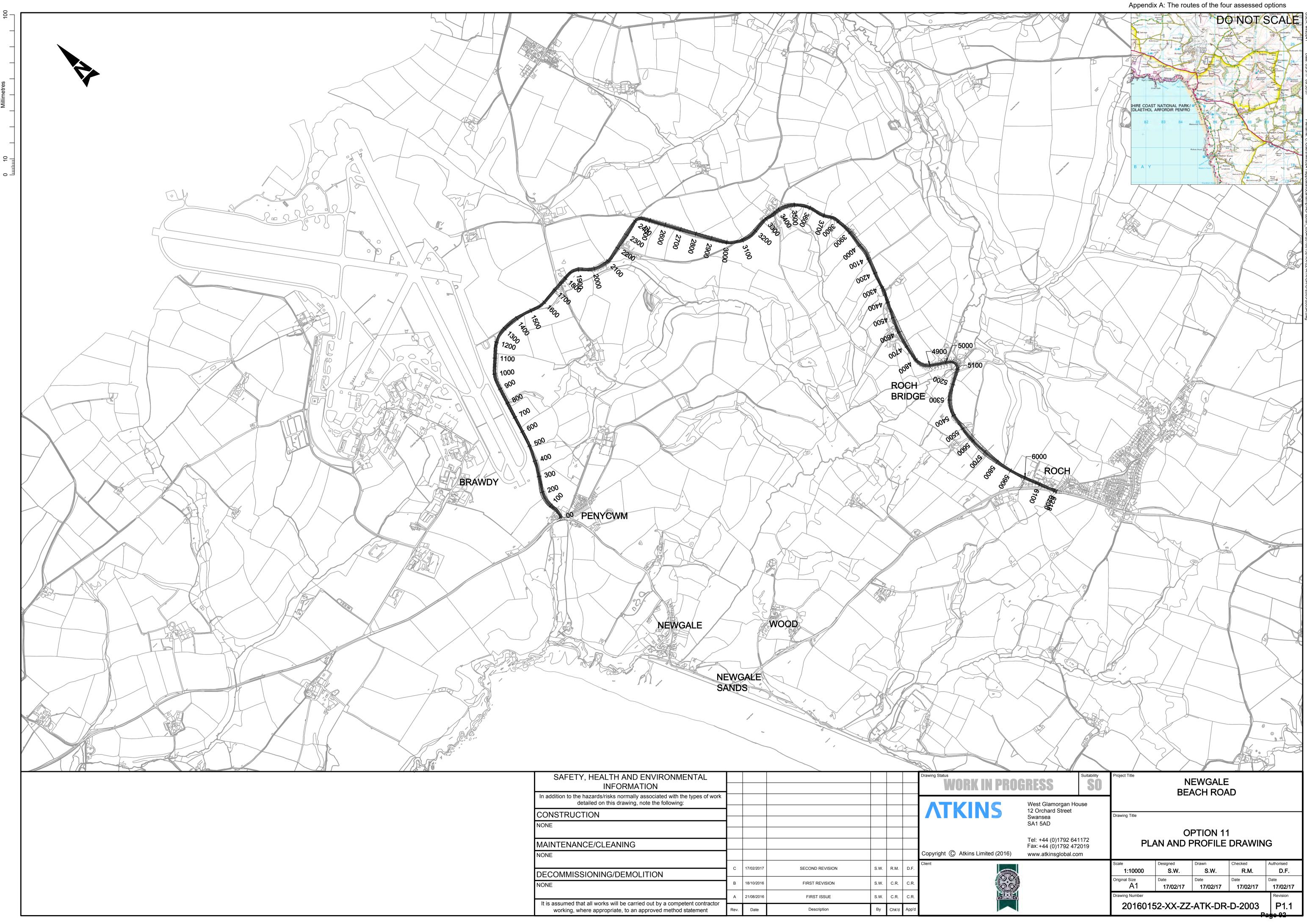




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98.578	98.472	98.367	98.261	97.917	96.763	94.777	91.957	88.304	83.817	78.816	73.808	68.801	63.793	58.785	53.777	48.770	43.762	38.754	33.746	28.739	23.731 —	18.723	14.199	10.915	8.881	8.097	8.563	10.280	13.246	17.462	22.452	27.451	32.451	37.450	42.450	47.449	52.449	57.081	60.881	63.848	
101.509	101.972	102.157	101.700	100.511	97.561	<b>93.558</b>	93.149	87.221	81.975	74.610	63.151	49.330	39.859	35.688	31.288	28.654	35.354	36.258	31.055	26.463	20.939	15.277	10.674	7.349	6.000	5.989	8.052	13.233	19.396	26.590	33.181	40.556	41.658	43.215	48.042	51.653	55.765	61.342	66.143	69.993	65:901
-2.931	-3.500	-3.790	-3.439	-2.594	-0.798	1.219	-1.192	1.083	1.842	4.206			33 33 000.00	23.097	22.489	20.115	8.408	2.496	2.691		R: 360		3.525		5 5 60.000		0.511	-2.953	-6.150	-9.127	-10.729	-13.105	-9.208	-5.765	-5.592	4.204	-3.316	4.261	-5.262	-6.145	0000-00
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	ECC ONE	) MMI	ISSI	ONII	NG/E	EMC	DLITI	ON						7/02/2017 8/10/2016				REVISIO			S.V S.V		M. D. R. C.	_	nt											Scale Origin	nal Size	00	Date	ed 5.W. 02/17	Drawn         Checked         Authorised           S.W.         R.M.         D.F.           Date         Date         Date           17/02/17         17/02/17         17/02/17
╞										etent cor stateme		or F	_	1/08/2016 Date				ISSUE			S.V By	_	R. C. k'd Ap	_													<sup>ving Num</sup> 2016				ATK-DR-D-2002A P1.1

DO NOT SCALE



6-0

Level	110 105 100 95 90 85 80 75 80 - 55 - 55 - 30 - - - - - - - - - - - - -							
Chainage	50.000 50.000	550.000 660.000 650.000 700.000 850.000 900.000 950.000	1050.000 1050.000 1150.000 1150.000 1250.000 1350.0000 1350.00000 1350.00000 1350.00000 1350.00000 1350.000000000 1350.00000000000000000000000000000000000	1550.000       1         1600.000       1         1650.000       1         17700.000       1         1950.000       1         1950.000       1         2100.000       1         2150.000       1	2250.000   2256.000   2350.000   2400.000   2450.000   2550.000   2550.000	2950.000 3050.000 3050.000 3150.000 3150.000 3250.000 3250.000 3550.0000 3550.0000 3550.0000 3550.0000 3550.0000 3550.00	3850.000 3900.000 4000.000 4000.000 4150.000 4150.000 4250.000 4350.000 4550.0000 4550.0000 4550.00000 4550.0000 4550.0000000000	4800.000         4850.000         4850.000         4850.000         5000.000         5000.000         5150.000
Existing Levels	98.552 93.134	103.339   104.150   104.452   104.452   104.452   104.580   104.529   104.470   104.470   104.43	103.295	95.050 94.535 92.911 92.911 91.443 89.686 87.671 84.518 83.108 83.108 83.5605 83.777	91.229	99.297 96.573 95.547 91.930 91.930 91.930 91.930 85.716 85.716 83.424 72.697 77.816 77.816 72.697 68.400 68.400 68.400 68.400 68.401 69.4010 69.40100000000000000000000000000000000000	67.793 68.336 68.336 67.400 67.400 61.492 61.492 61.492 61.492 61.492 49.908 49.908 49.908 41.2942 41.2942 41.2942 42.942 42.35 42.942 42.35 42.35 43.371 33.457	28.146 16.292 16.292 16.292 11.0000 11.00000 11.00000 11.00000 11.00000 11.00000 11.00000 11.00000 11.00000 11.00000 11.00000 11.00000 11.000000 11.00000 11.00000000
Proposed Levels	90.552 92.380 94.094 95.695 97.182 98.555 98.15 98.15 99.815 100.961 101.993 102.912	106.162	105.519	95.873 95.873 94.819 94.819 94.819 94.819 92.710 92.710 92.710 92.710 92.601 91.655 91.655 91.655 91.655 91.655 91.655 91.653 91.655 91.653 91.6555 91.6555 91.6555 91.6555 91.6555 91.6555 91.6555 91	90.507 93.050 93.050 95.593 98.137 100.662 102.851 104.586 105.866 105.440 106.97 106.97 106.97 106.400 105.448 105.440	102.098 99.742 99.742 93.919 90.906 90.906 87.893 84.880 84.880 84.880 75.868 75.868 75.868 75.868 77.280 69.352 67.280 66.926 66.882 67.201	67.189 66.723 66.723 64.426 64.426 62.596 60.312 57.572 57.572 57.572 60.312 57.572 57.572 47.921 47.921 47.921 44.675 43.965 43.965 42.801 41.183 33.599 33.599	30.185 30.185 30.185 27.177 27.177 27.177 28.660 23.477 23.467 23.456 23.457 24.636 24.636 29.453 26.628 33.111 46.332 59.157 59.157 68.442 73.637 73.736 73.637 73.637 73.637 73.637 73.637 73.637 73.637 73.637 74.736 74.736 75.682 77.726 77.727 77.726 77.726 77.726 77.726 77.726 77.726 77.726 77.726 77.726 77.727 77.726 77.726 77.726 77.726 77.726 77.726 77.726 77.726 77.726 77.726 77.726 77.727 77.726 77.727 77.726 77.726 77.726 77.727 77.726 77.727 77.726 77.727
Level Difference	0.000 0.754 2.232 1.439 1.444 0.022 0.022 0.095	-0.07 -1.010 -0.836 -0.999 -1.222 -1.632 -1.632 -1.637 -1.637	-2.223 -2.134 -2.134 -1.933 -1.933 -2.075 -2.075 -1.155 -1.155 -1.1529 -1.482 -0.010 -1.030 -	-0.823 -0.284 0.100 0.201 0.201 0.140 0.140 0.140 0.140 0.140 0.234 -1.959 -1.255 0.520	0.723 1.660 2.178 1.885 1.885 0.043 -1.949 -1.949 -3.875 -3.875 -1.473 -1.473 -1.473 -1.473 -1.473 -1.339 -1.900	-2.802 -3.169 -1.384 -1.384 -1.513 -1.513 -1.58 -1.388 -1.352 -1.338 -1.352 -1.358 -1.352 -1.358 -1.242 -1.256 -1.242 -1.256 -1.256 -1.266 -1.242 -1.242 -1.256 -1.266 -1.2422 -1.2422 -1.2422 -1.2422 -1.2422 -1.2422 -1.2422 -1.2422 -1	0.605 1.613 2.547 2.974 2.974 1.181 1.181 0.400 0.400 0.373 0.682 0.682 0.682 0.682 2.439 0.682 2.439 0.682 2.439 0.51 2.610 0.142	-2.039 -8.710 -1.1.402 -1.2.487 -1.2.487 -1.2.487 -1.2.487 -1.2.487 -2.069 -2.069 -2.069 -0.530 -0.530 -0.530 -0.530 -0.530 -0.530 -0.538 -0.538 -0.538 -0.538 -0.538 -0.589 -0.6844 -0.6844 -0.6844 -0.6844 -0.684
Horizontal Geomet	try R 99.127R: 200.000 68.630L: 157.128 =49.692 R: 1000.000 L: 297.759	R: 20 L =355.249 L: 10	00.000 R: 200.000 R: 500.000 L: 182.970L =51.4 R: 500.000 L: 182.970L =51.4	2 200.000 R: 100.000 R: 200.000 083.245 L =212.011 L: 97.647 L: 223.501	R 50.000 L =246.470 L: 63.806 L =508.268	R: 200.000 L: 230.004 L=60.48810900.541 L: 208.388 L: 68.76788.88666.029	R: 1000.000 R: 1000.000 R: 1000.000 R: 1000.000 R: 1000.000 L: 312.458 L: 312.458	R: 100.000 L: 111.382 =116.172: 81.598 =135.178 L: 181.420 /: 75.213 L: 521.625 L =196.858
Vertical Geometry		R =22000.000 K =220.000 L =1293.256		G = 2.109% L =682.876 R =3000.000 K =30.000 L =215.872	G =5.087% R =5500.000 L =194.026 L =611.206	$ \begin{array}{c} G \cong -6.026\% & R = 5500.000 & G = -0.700500.000 \\ L = 335.265 & L = 325.557 & L = 64.553.509 \\ \end{array} $	R =5500.000 K =55.000 L =456.357 R =2600.000 K =26.000 L =181.095 R =2600.000 K =55.000 L =181.095 R =5500.000 K = 55.000 L =368.118	R =3000.000     G =8.865%     R =5500.000     G =2.044%       L =480.729     L =206.455     L =375.153     L =364.510

# **OPTION 11** SCALE: H 1:10000,V 1:2000. DATUM: 10.000

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SAFETY, HEALTH AND ENVIRONMENTAL INFORMATION							Drawing Status WORK IN PROC	RESS Suitability	Project Title		EWGALE ACH ROA		
In addition to the hazards/risks normally associated with the types of work detailed on this drawing, note the following:							<b>ATKINS</b>	West Glamorgan House	1	DE			
CONSTRUCTION								12 Orchard Street Swansea	Drawing Title				
NONE				_			4	SA1 5AD		-			
								Tal: 144 (0)4700 044470		-	PTION 11	-	
MAINTENANCE/CLEANING								Tel: +44 (0)1792 641172 Fax:+44 (0)1792 472019	PL/	AN AND F	PROFILE	DRAWIN	G
NONE							Copyright (C) Atkins Limited (2016)	www.atkinsglobal.com					
DECOMMISSIONING/DEMOLITION	с	17/02/2017	SECOND REVISION	S.W.	R.M.	D.F.	Client		Scale <b>1:10000</b>	Designed S.W.	Drawn <b>S.W.</b>	Checked <b>R.M.</b>	Authorised <b>D.F.</b>
NONE	В	18/10/2016	FIRST REVISION	S.W.	C.R.	C.R.			Original Size	Date 17/02/17	Date <b>17/02/17</b>	Date 17/02/17	Date <b>17/02/17</b>
	А	21/08/2016	FIRST ISSUE	S.W.	C.R.	C.R.			Drawing Number				Revision
It is assumed that all works will be carried out by a competent contractor working, where appropriate, to an approved method statement	Rev.	Date	Description	Ву	Chk'd	App'd			2016015	2-XX-ZZ-	ATK-DR-		P1.1

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4950.000	5000.000	5050.000	5100.000	5150.000	5200.000	5250.000	5300.000	5350.000	5400.000	5450.000	5500.000	5550.000	5600.000	5650.000	5700.000	5750.000	5800.000	5850.000	5900.000	5950.000	6000.0009	6050.000	6100.000	6150.000	6200.000
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12.258	11.000	10.990	15.542	22.387	26.462	31.043	37.140	41.368	45.640	50.234	58.088	64.164	67.054	70.537	73.504	74.032	74.082	74.226	74.567	74.998	75.704	76.606	77.908	78.954	<u>89.489</u>
23.660	23.152	23.477	24.636	26.628	29.453	33.111	37.467	41.900	46.332	50.765	55.153	59.157	62.707	65.802	68.442	70.629	72.360	73.637	74.660	75.682	76.704	77.726	78.748	79.770	80.732 81.151
-11.402	-12.152	-12.487	-9.094	-4.241	-2.991	-2.069	-0.328	-0.531	-0.692	-0.530	2.935	5.007	4.347	4.735	5.061	3.404	1.721	0.589	-0.092	-0.684	-1.000	-1.120	-0.840	-0.816	-0.303 0.000
116	6.17 <b>5</b>	:: 40 :: 81	.000 .598	) . =13	5.17	8	R: 20 L: 18	00.00 31.42	DOR:	3660 : 75.:	).745 213	5				1000 521.						L	=196	6.858	3
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